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ABSTRACT

This report contains a condensation and highlights of public hearings held by the Illinois State Advisory Council on Adult, Vocational and Technical Education (SACVE) and the Illinois Employment and Training Council (IETC) on the subject of improving education to prepare youth for employment. During the hearings on this topic, 100 witnesses testified, addressing three major issues determined in advance by the council. These issues were the following: (1) state and local roles in education for employment and what outcomes should be emphasized at each educational level; (2) effective delivery of programs and services related to education for employment to students in public elementary, secondary, and postsecondary education programs; and (3) design of programs and services related to education for employment to meet individual as well as state and local economic needs. Throughout the testimony, educators, and especially employers, stressed the need for youth to develop proper attitudes about work and realistic expectations about job content and wages, along with basic skills. (KC)

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PUBLIC HEARINGS

Special Report: EDUCATION FOR EMPLOYMENT POLICY STUDY

Vol. 2, No. 1

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EDUCATION FOR EMPLOYMENT POLICY STUDY
Vol. 2, No. 1

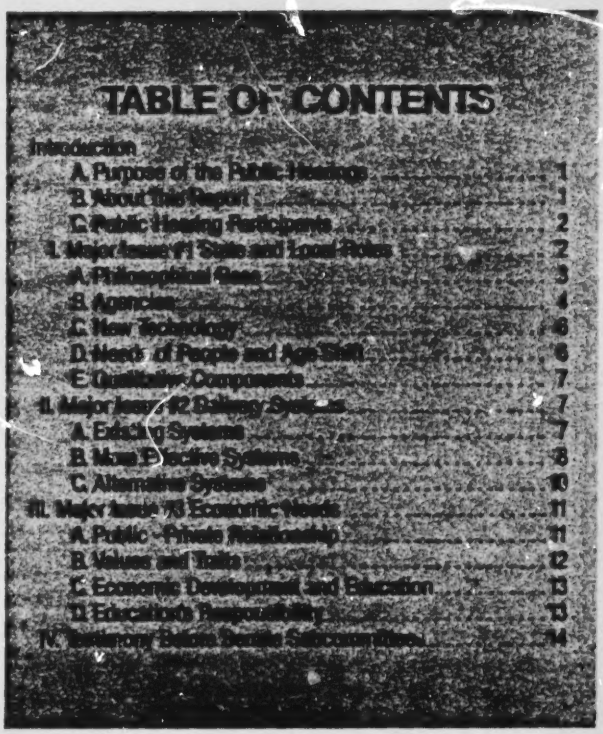
A. PURPOSE OF THE PUBLIC HEARINGS

The State Advisory Council is required by federal mandate to conduct public hearings to gain input from the public about educational programs designed to prepare students for employment. Because educational programs are coordinated with programs and services provided by state and federal programs other than education, the Illinois Advisory Council on Adult, Vocational and Technical Education (SACVE) and the Illinois Employment and Training Council (IETC)—now known as the Illinois Job Training Coordinating Council (IJTCC)—have decided for the past threeyears to conduct the public hearings as a joint effort. Transcripts and reports generated from the hearings are given to the Illinois State Board of Education.

Input received at the public hearings is valuable information used in preparing SACVE's Annual Evaluation Report that is presented to the Illinois State Board of Education each year. The Evaluation Report contains recommendations to the State Board for enhancing the State's programs and services.

Testimony received by SACVE at public hearings often suggest ways to improve vocational education. The range of suggested revisions includes the delivery of programs, curriculum, programs and services offered, instructional materials and methods being used, and many others. Sometimes issues are addressed, sometimes philosophical thoughts are expressed; and sometimes discussion among participants emanates. Opinions about any one segment of Illinois' programs may vary from being critical to being complimentary.

The citizens of Illinois who come before the Advisory Council to share their expertise and ideas have "done their homework" and exhibit a genuine interest and concern for the preparation of our future work force. The Council believes that in addition to the State Board, there are others who could benefit from the ideas and thoughts presented at the public hearings. Therefore, the Council disseminates SPEAKING FREELY—the report of the public hearings—to additional audiences. These include members of the Illinois General Assembly, U.S. Senators and Representatives, local administrators and plan writers, teachers, parents, other state agencies and councils, and other states.



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B. ABOUT THIS REPORT

The State Advisory Council on Adult, Vocational and Technical Education (SACVE) structured (but did not limit) its fiscal year 1983 public hearings around three major issues that had been identified by the Illinois State Board of Education for focusing its Education for Employment Policy Study. To address the three major issues, the State Board considered several key questions related to each issue. This report attempts to organize the testimony presented to SACVE that suggests answers to the State Board's questions around the major issues and their related questions.

Most people suggested solutions and responded to the issues with multi-dimensional presentations thus making direct question - response relationships difficult to separate and assign without removing the context in which it was presented. Therefore, in order to retain the flow of the dialogue and the context of the suggestions, precise categorization of responses was sacrificed in preparing this report.

Where possible, a description of the person offering the suggestion is identified. Public hearings almost always generate question/answer sessions and discussion sessions following the presentations with many excellent ideas emerging from these segments of the hearings. Identification of each person's contribution in these conversations is not always possible. These ideas are included in this report and so designated.

In addition to testimony presented to SACVE, testimony presented by a SACVE member to the Subcommittee on Education, Art and Humanities of the Committee on Labor and Human Resources, United States Senate is also included. The testimony offers numerous suggestions for consideration of Illinois' policy on education for employment.

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C. PUBLIC HEARING PARTICIPANTS

Hearings	Location	Attendants	Witnesses	Pages of Testimony
*Rockford	Rockford Area Chamber of Commerce	29	10	84
Moline	Moline Public Schools, Allendale Adm. Center	11	7	61
Alton	J. B. Johnson Career Development Center	29	29	90
*Carterville	John A. Logan College	24	13	67
River Grove	Triton Community College	15	7	106
*Chicago	Illinois Bell	37	15	142
*Bloomington	Plumbers & Pipefitters Local 99 Bldg.	46	19	143
Totals		191	100	693
(Averages)		(27)	(14)	(99)

*Public hearings held jointly by IETC and SACVE.

Of the 100 witnesses called to testify at the seven hearings, 29 were females and 71 were males. These 100 witnesses represented six distinct groups—educators, employers, government agencies, military, unions, and vocational students. The number of witnesses in each group or a subgroup were:

Educators 43
- Public Secondary = 12 (10 administrators; 2 teachers)
- Public Postsecondary = 30
- Private Vocational = 1

Employers, including Local Advisory Council Members (Apprenticeship, Business and Industry) 19

Government Agencies (Job Service, CETA, Corrections, and Local Agencies) 15

Military 1

Unions 4

Vocational Students, Former Students, Parents, or Other Interested Citizens 18

Total 100

RESPONSES AT THE PUBLIC HEARING INCLUDED:

Major Issue I: WHAT SHOULD BE THE STATE AND LOCAL ROLES IN EDUCATION FOR EMPLOYMENT AND WHICH OUTCOMES SHOULD BE EMPHASIZED BY THE PUBLIC ELEMENTARY, SECONDARY, AND POSTSECONDARY EDUCATION AGENCIES?

The State Board focused on five questions related to this major issue. These questions included:

A. What is the appropriate philosophical base for education for employment?
B. What agencies should have authority for coordination and governance of education for employment?
C. What is, or will be the impact of new technology on education for employment?
D. Should education for employment address the changing needs of people given the generational shift in the age of the labor force?
E. To what extent should various governmental agencies emphasize the qualitative components of education for employment?

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A. Philosophical Base for Education for Employment

The president of a Chicago-based corporation recommended "continuing curriculum revisions at all levels of instruction for K-14 to effectively acquaint the student with the practical application of academic subjects to the world of work, with a special emphasis on occupational exploration in the middle school and junior high level.

> During their formative years, students need to be continually made aware that a major purpose of education is to guide and prepare them for becoming economically productive citizens.

He said that during their formative years, students need to continually be made aware "that a major purpose of education is to guide and prepare them to become economically productive citizens. During these years a sound grounding in reading, basic mathematics and written communication is essential."

The same witness stated that too few young people know the basics of mechanics, electricity and electronic technology, physics, applied sciences, the understanding and use of basic tools for carpentry and plumbing. He said that young people need to know what their abilities are and which ones can lead toward successful careers or occupations.

> Every high school graduate who does not enter an institution of higher learning should have acquired basic skills and work attitudes suitable for employment.

Speaking for the business community, he said "We believe every high school graduate who does not enter an institution of higher learning should have acquired basic skills and work attitudes suitable for employment. In this regard . . . we are particularly disturbed with a growing trend in the wrong direction. Increasingly, young people are leaving school not only with no job skills, but with an anti-business, anti-work attitude. It's very difficult to find a good worker. The attitude seems to be to get paid as much as possible while figuring out how to do as little work as possible. The idea of starting at the bottom and working for a minimum wage is abhorent to many young people. The concept of loyalty to one's employer and to staying on a job is not inculcated in the minds of many students. Even more alarming is a growing belief that 'ripping off the employer' is an honest and legitimate way of working even if it results in theft, or destruction of an employer's property."

A manufacturing manager said, "we have had and will have a continuing, if not an increasing, need for employees capable of performing skilled, technical work in mechanics and electronics, qualified candidates for challenging and rewarding jobs with the opportunity to move into engineering and management positions, if desired." One thought about this need "is that there seems to be a disdain, a feeling that this kind of work is not good enough, not important enough. Nothing could be further from the truth. It is now industry's and education's job to re-establish the very real importance of these jobs or yet another valuable resource will be depleted—skilled employees. Facilities and teachers to perform first-rate, sophisticated, training jobs are certainly two main ingredients to meeting the challenge."

A participant suggested, "I think that if students could have the early orientation they will be work oriented. I see students that are not really work oriented. They do not have the opportunity in some cases to experience that in the home; they don't have the appropriate role model. They don't see in every instance parents getting up, parents going to work, and the home really functioning around that type of productivity, and I think the school may be in some instances the only place they can acquire that particular value. Work is not always valued. Going to school is not always valued, and they cannot see the importance of it, and I think that whatever we do in the school system should be very practical and related to things that are actually happening, things that will help students and they can really see the relationship. I think that sometimes the school systems don't provide that relationship."

One of the witnesses was chairman of an AVC advisory council. He said, "We in local commerce and industry deem education as the provider of the basics in any given vocational field through input from various advisory groups. We are not looking for apprentices, but rather individuals who can accept and accomplish satisfactory entry-level jobs in their particular field." He said "local employers perceive education's role to be one of preparing students for entry level in jobs very much the same as entry levels demanded by various universities on their required curricula. Specifics must be taught and experienced but keeping in mind that in certain fields . . . it is almost impossible to keep up with the latest equipment . . ." The witness concluded that AVCs have "employed the knowledge of . . . local industries and that . . . spirit of secondary schools cannot possibly share this range of knowledge utilized by [the AVCs'] combination of several schools and that all State educational boards should strive [for] . . . the expansion of capstone institutions."

A second AVC advisory council witness told SACVE, "I am Chairman of the Placement Advisory Committee. Our function is to provide guidance to [the AVC] and its students regarding job opportunities and methods to obtain [jobs]. I have personally seen . . . [the AVC] training individuals in job skills relevant to our community. I have participated in several programs designed to improve an individual's job search and enhance interviewing skills and abilities. These programs should continue. They have a positive impact on our community . . . [the AVC] does not and should not be training individuals to perform specific jobs within specific industries. It is the responsibility of business to take the individual and specialize his/her basic skills.

"The area . . . vocational education center's . . . primary focus is and should be to expose individuals to the industries of their geographic area and the . . . skills need-

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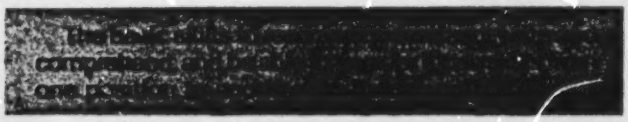
ed to obtain those positions. . . . To accomplish this [outcome], public education's occupational arm should be heavily involved in the business community and communication should flow freely between the two groups. . . . Is it [the AVC] successful? I . . . have hired and will continue to hire . . . [AVC] trained individuals. They are better equipped and prepared to perform. They bring a more knowledgeable and positive attitude to their job. In my opinion, . . . [the AVC] has been very successful and will continue to be so. What can . . . [the AVC] do to improve? The major weakness lies in . . . [the AVC's] ability to assess and respond to changes in the business community e.g. the transition from manual labor to robotics. Greater emphasis should be placed on acquiring information on businesses' future needs. While individual businesses may be unable or unwilling to divulge this type of information, there are methods which can show trends in business . . . [the AVC] cannot create jobs, but it can create programs to train individuals for these future positions."



One educator said, "so many of the comments are very appropriate to the problems that we hear from industry; and I don't think that specificity for a specific employer for skill is as necessary as we might think it is in preplanning through the elementary, secondary, and the postsecondary. . . . Nobody will ever be able to read . . . far into the future because you have to foresee famine, wars, technological innovations. . . . Nobody is ever going to be able to project correctly; but the basic skills [to] read and understand, write and comprehend, and be able to transfer those skills and transfer them from one position to another are the most basic. Attendance and attitude are the most important things any employer looks for, but I think . . . the problems are . . . not only the use of resources and sites and time and hours and buses and dollars and heat and light, but to comprehend that . . . we are all responsible for each other in society . . ."

Another participant commented on basic skills and values, ". . . a line that . . . disappeared from job ads for a number of years . . . is back. Can the applicant communicate? Can he read well? Can he write well? Can he speak well? Can you write a decent letter? Can you write a decent report on a meeting you attended? Can you comprehend a report that comes to you and pass that along to another fellow employee? Can you look at a drawing or a blueprint and understand it? Those kinds of 'being able to' I call basic skills [not] . . . that you know how to run a type 4 punch press but that you can read the instructions to run the 4 punch press.

"I think, in essence, basic skills is one that is coming up again in the job ads, and I think it is an important one that we look at in terms of basic competencies . . . the value of timelines. When we put people into production employment, they are making a part, which goes into a bigger part, and other people are making a part. To understand the value, when their parts are done on time, and when my fellow worker's parts are done on time, we get the work out, and we can maintain a level of productivity. I think maybe it starts when the paper is turned in on time and the teacher gives value to the fact that it is due on Monday, and it's accepted on Monday, and they get a little star on their chart that they turned it in on time. Sitting as . . . I do on a committee which has a fair number of industries' representatives, those skills [and values] . . . seem to come out as higher in demand than knowing a machine or knowing a new high-tech piece of equipment. It's that ability to use . . . the brain in some fashion. I think those competencies are . . . what we're looking for."

B. Agency Coordination and Governance

The specific question of "what [which] agencies should have coordination and governance authority" was not specifically addressed, but some testimony alluded to problems that emerge as a result of a lack of coordination and some barriers to coordination. Other testimony described the gains that can be made through cooperation and coordination, e.g. "why" and "how".

The administrator of the one regional planning area said, "The creation of this system has been made possible through the encouragement and cooperation of the State Board of Education and through the recommendation of the State Advisory Council. . . . Our vocational system is a result of an intensive three-year needs assessment study in four counties . . . The . . . study . . . probed . . . the existing vocational programs for secondary students and adults [in the four counties], looked at the employment potential within the region and in the counties bordering the region, . . . did a five-year follow-up study to determine exactly where our students are employed, . . . [and] did some other study of the overall population of our four-county region."

The witness summarized the findings of the studies. He said, "The needs assessment study generally reinforced the perception that we had. . . . Much of what our schools were calling vocational education was really general education with a vocational name. We found a few good training-level vocational programs. . . . We found a very high dropout rate among our schools. We found that over 60% of our adult population over 25 had less than an eighth-grade education. We found that of the 30% of adults who had a secondary education, only 1 in 6 had ever taken a vocational class. We currently have a combined unemployment rate well over 20% in our four counties . . . Our five-year follow-up [study of former vocational students] showed only 7% of our completers were unemployed."

The witness continued his testimony with a description of the four-county vocational education system. He said, "Basically, what we have attempted to do is to match the needs of the employers within the region based on a five-year projection of employment needs and the students' wants into existing training slots within the region and the bordering counties. We currently have students being bussed from school to school for programs that are not available at their home school. We have students at-

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tending classes at the community college . . . We have students attending classes . . . at the . . . Corrections Center, and we have students in co-op work stations in business and industry.

"With our joint agreement in our regional vocational system, every program within the 9 schools is available for any student providing that program is not available in the home school. Theoretically, any program that is not available to the student at home that is available at any other school or at the correctional center or at the community college is open to the student. In practicality, it doesn't work that well because of distance between some of our schools. We find our schools that are reasonably close, that is within 15 miles, are sharing very well. Some of our schools are an hour apart and this makes travel impossible. By providing flexibility of the system we have more than doubled the vocational choices of secondary students, and this is the primary short-range goal of our program. An additional long-term benefit will be the improvement in the overall efficiency of facilities, staff and quality of program. By cooperating and sharing students, classes can be filled, teaching staffs can be shared (and we are doing some of that already), and teacher numbers can be reduced."

Next, the witness reported on the system's plans for the future. He said, "We are starting to look at ways that we can reduce the number of teachers by more efficient operations. The remaining programs will be sequentially structured and competency-based within all of the schools in the system. We are working with articulation of programs, school to school and secondary to community college."

The witness incorporated some reflections on the past, some remarks about his concerns, and some recommendations. He said, "For many years the State Office and local educators have attempted to adopt urban delivery systems for vocational education for the rural areas. Several years ago a state director of vocational education spoke to the national meeting of the Rural Education Association. The speaker told of all the great things that were happening in vocational education within the nation as a whole. During the question and answer session following his address a member of the audience expressed concern to the speaker that everything he had mentioned was urban programs and asked what could be done in rural areas to fit the need of the students. The speaker laughed and said, 'We'll build dormitories and bus them to the city. We'll train your people there.' This has been the attitude of training rural vocational education students for many years nationwide. We feel we have adopted a model that could be transportable and workable in any rural area in the country. . . .

"There are several areas of need and concern that I would like to address to the joint committee at this time. During times of affluence people and agencies have a tendency to become independent and self-sufficient. As finances become tighter, we must look for ways to operate more effectively, more efficiently, and we must learn to depend on other people and agencies.

"The State Board of Education should encourage all interagency cooperation. Seed money and technical assistance should be provided to develop and foster interagency sharing of resources and information. This cooperation of educational agency to educational agency and educational agency to governmental agency must be started at the state level and channeled downward. Financial reward should be provided to agencies who can prove accountability in this area. The accountability should be determined by actual student benefits and not by government jargon. The same principal should be used, that of providing seed money, technical assistance and rewards in the area of educational involvement and economic development activities.

"A Department of Adult, Vocational and Technical Education program with an excellent track record has been the High Impact Training Program. This year's entire fiscal budget was spent in 3 weeks following the July 1 fiscal year. A program with the success rate of HITS should not be underfunded and less effective programs be allowed to continue to be funded year in and year out. The three-phase vocational education evaluation system has been in operation long enough to have determined which agencies are providing valuable vocational training and which agencies are providing paper-type programs. Programs which are not in compliance should not be funded and that money should be used to fund programs of high quality at a higher rate.

"In addition to seeking more funds from state, federal and local sources we should be looking for ways to provide maximum use of available funds. Maximum use of available funds does not include state training-level reimbursement for bird house construction and sugar scoop making but in many cases they are. Multipliers should be added to the reimbursement formula for schools sending students to area vocational centers and regional systems to help offset the additional cost of the local sharing, transportation, administration and counseling.

A community college counselor testifying at one hearing said, "As far as working with community agencies . . . we do not have the ability to diagnose . . . vocational interests, and we rely on other agencies to do diagnostic testing and refer the students to us."

One participant from a work and rehabilitation agency said, "school districts are not taking the fullest advantage" of community resources and services available. There is a need to develop directions that bring about a more cooperative relationship between our educational system and our community service agencies. . . . Commentary indicates that we have a high percentage of students coming out of school that have no vocational training and no way to go into a job or what they should go to . . . We're seeing the students after they are bitter, after they've been out fighting the gamut. . . . They hear about us through a girlfriend or a social worker and give us a call, especially the dropouts.

". . . there is another issue here. We technically are not responsible for the student until the age of 21 where the secondary schools by law are; but, if the secondary school turns the student over to this agency, they lose money. I use that as the bottom line of this whole discussion—that if the secondary school turns them over, they lose money." Another agency witness said, "Yes, that's the funding game."

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C. Impact of New Technology

The most immediate impact of new technology on education for employment indicated by testimony at public hearings was that related to updating the knowledge, skills, and competencies of teachers. Concern for providing training on modern equipment was mentioned by several who testified. They were quick to suggest partnerships with the private sector as the most feasible solution to the problem.

Another frequently-mentioned impact was that which would require curriculum revision. Several suggested that teachers have to be updated before they can update their curriculum. Local advisory council members suggested themselves as a resource for curriculum revision.

Teachers did not testify about the problem of keeping up to date, but the employers and administrators did. Release time or sabbatical leaves to be employed in the occupational area were ways that were suggested to lessen this problem. Some of the community college people who have worked with part-time teachers who remain active in their occupational area as they teach felt that this was desirable. They also noted that it cuts down on fringe benefits for full-time personnel. Secondary schools, however, don't see that as a solution to their problems. Most of their staff is hired to be full-time teachers.

One participant summarized this concern by saying, "I think we also ought to look at our teachers. . . . We sometimes expect too much out of teachers. We are expecting them to prepare children for a world 10, 20 years hence, yet many of our teachers were educated 10, 20 years back. [There is a] two-generation span there; [and] that, sometimes, does not relate to today's world. I'm not sure what the solution is, but . . . more vocational education for teachers, I think, is something that we need to look at. Are our teachers . . . related to today's world, or tomorrow's world since that is where those kids are going?"

D. Changing Needs of People

A business agent from the Teamsters Union said, "I represent about 2,000 members who work primarily in clerical and technical occupations . . . [who perform] from very high levels to basically unskilled routine functions. . . . These types of jobs represent the sector of the economy in which the greatest growth is expected in the next few decades. . . . Projections also indicate that . . . many changes will take place in the technology of these jobs. . . . The changes . . . are taking place . . . in ways that make me very ambivalent about such technological advancement. I am very concerned, as I think most union people are generally, that such changes will result in massive . . . displacement of working people and the massive elimination of jobs and will simply add to a currently unbearable growth in the unemployed."

"I don't think that I would be doing my particular group of members any particular favor by trying to write labor contracts which assures them that they will always have the opportunity to work in this low-paying, dead-end job. . . . I think . . . the unions in general would better spend their collective time entering into relationships with employers to undertake training programs that will, in fact, turn that balance away from the displacement and the elimination of jobs toward taking those potentially displaced employees and training them for new occupations. What will make the difference is the availability and the accessibility of upgrading training programs in a timely, comprehensive manner. . . .

> **Employers must make policy decisions about training strategies; they have an obligation to retain and retrain.**

"Employers must make policy decisions about training strategies which incorporate the notion that they have an obligation to retrain . . . and even provide remedial training to their existing work force rather than assume that they can go out and simply replace their current undertrained employees with new employees who are already trained somehow by other forces outside. . . .

"Employers should not—and I feel very strongly about this—exclude organized labor from any of this process. The defensiveness and sometimes the foreseen unwillingness of labor to recognize the necessity for changes in jobs and job functions, which sometimes typifies their attitude toward these types of changes, has resulted, at least in part, from their exclusion from this process. The need to provide trained, competent employees, both for the sake of economic development and certainly for the sake of continued employment of workers, is something —perhaps the only thing these days—that labor and management can possibly agree on."

A community college president voiced his concern about our society's focus on entry-level training in lieu of retraining. He pointed out that "In the 1980's there will be across the State of Illinois a 30% decline in eighteen-year-olds—maybe 33%." He said, "The majority—like 75%—of the present work force is going to be with us for the remainder of the century. Yet we are going to be having a wide variety of changes in technology which will make a lot of people's skills obsolete—and, they are mature adults. We need to shift our focus from entry-level to retraining of adults throughout their career. I think there needs to be a great deal of study and analysis and some timely action taken on that topic."

An instructor's aide noted that as jobs change, the needs of people change with them. He noted these changes by saying, ". . . vocational education . . . with the proper training is very important to America today. It offers an individual the opportunity to acquire a trade and the ability to secure employment. If local commerce and industry are to continue supplying quality products and quality services, our present vocational education system needs to be revised, not that it's incapable of producing qualified individuals for today's job market, but it fails to promote the necessary incentive needed to have a productive turnover of students. Completing the programs

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and securing employment are the primary concerns now because of the cuts in funding and the double digit unemployment figures.

"According to the National Center's Researchers in Vocational Education's findings, recent earning levels have produced substantial evidence to prove that completion of a trade or industry program leads to higher earnings than a general curriculum program. People are pursuing higher earnings and better jobs through nontraditional routes, such as apprenticeships and employee-sponsored training, a trend that will probably grow even stronger in the future.

"In our present job market, steel has a demand for skilled individuals. Even it might mean traveling and looking for work rather than living close to your relatives and friends. Americans today are feeling the pinch because of the high cost of inflation, and we all are turning to the repairman rather than the salesman. Our cars, our trucks, our TV's, our appliances, and any other appliances you could think of would be salvaged before being thrown out.

"Based on the Illinois Labor Market Review, our current job market is for the vocational trained individual more so than the manufacturing or curriculum students. We have a great need for more programs. Over the last 10 years our economy has changed tremendously, and we, as Americans, must be prepared to change our lifestyles, our careers, and even our goals, if necessary. It is time to create some new vocational programs that will accommodate these changes and assure our working class Americans a living. Preferably these programs should create jobs and offer certificates and diplomas in any field or line of work for us instead of against us and assure a prosperous tomorrow for our families."

People need to be taught job-seeking and job-keeping skills.

Counselors from community colleges testified that both young adults and older adults need to be retrained to assist in identifying and channeling their abilities. "They need to be taught job-seeking and job-keeping skills." A counselor testifying at one hearing pointed out that these kinds of adult education programs need to be offered "to employees of corporations who are experiencing heavy layoffs as well as to students in secondary, postsecondary or job-training programs." The same witness recommended that "ISBE continue funding of employability skills training" and that "employability skills training be coordinated between various social service agencies."

E. Quality Components

Standards come through as much as anything from all sources whether they were in education or business. Even the elementary schools were criticized by witnesses for social promotions. ". . . we've got to get away from that type of attitude in the public schools."

Major Issue II: HOW CAN PROGRAMS AND SERVICES RELATED TO EDUCATION FOR EMPLOYMENT BE MOST EFFECTIVELY DELIVERED TO STUDENTS ENROLLED IN PUBLIC ELEMENTARY, SECONDARY, AND POSTSECONDARY EDUCATION AGENCIES?

The State Board focused on three questions related to this major issue. These questions included:

A. What are the capabilities of the existing education for employment delivery systems?
B. How can a more effective delivery system be provided based upon the current education for employment delivery system?
C. What alternative methods should be explored for the delivery of education for employment?

A. Capabilities of Existing Delivery Systems

The witness for the Illinois State Chamber of Commerce then said, "It should be particularly evident that as this state plans to engage more intensely for high technology industry that efforts should be under way to beef up the delivery services not only of the community colleges, but also of the area vocational centers. We suspect the AVCs are underutilized, particularly after traditional school hours. If not already, they could become valuable centers for adult education in various vocational skills." The witness urged vocational educators "to look toward funding from as many directions as possible. While . . . major support will probably still come from a combination of local, state, and federal sources, the opportunity to attract . . . dollars from [the] private sector—including private foundations—should not be dismissed. We are of the opinion that a well-designed program . . . could receive substantial support from commerce and industry at the local level. Supporters will be attracted [if a program] develops sufficient flexibility to innovate as the times require."

A graduate of an employment education program expressed her gratitude for and satisfaction with her clerical training program. After she presented her prepared testimony, she was asked, "Was that through the adult program that you did this, working with the adult center . . .?"

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She replied, "It was the CETA program. I don't know if that goes with . . . [local school's] adult education. I assume it does." She was then asked if the training took place at the adult education center. She said it took place at the high school. She was then asked, "Were you with high school students at the same time there were adults in the same class?" She replied, "Not in the same class." Then she was asked, "Was it through the day?" She answered, "Yes, it was through the day." Lastly, she was asked, "Do you think you could work in a class as an adult with a group of high school students learning the same thing?" Her answer was, "Sure."

A second-year machine shop student reported that he had been receiving special school services for a learning disability since the second grade and was continuing to receive special services from the AVC he was attending. He said, "The thing I like most about [the AVC] is that it gives me a chance to work with my hands; it gives me some experience with the real world of work. It has helped me to understand what will be expected of me on the job. Basically, school has been a good experience for me. I've done well in all my classes and excelled in sports. . . . [The AVC] has tapes and other services [which] make it possible for me to get through a lot of material I could not . . . read on my own. After graduating, I plan to go to [a community college] machinist program. . . . If I had not gone to [the AVC], I would not have had the experiences in machining . . . and I wouldn't have known that I wanted to be a machinist."

An AVC Director said, "The Illinois system for delivering vocational-technical education . . . provides . . . a very fine community college system, . . . area vocational centers, and . . . a system of fine prevocational orientation at the local high school level. . . .

"The Illinois system calls for involvement in many ways. It expects vocational programs to be developed under the advice of local business, industry and service agencies. It call for self-assessment annually of what is being one, and it gives guidelines under the locally directed evaluation system, which is a fine system when it is incorporated. . . . We are . . . very happy to be involved in that system . . . and we are ready to do more in meeting the . . . training needs of business and industry. . . ."

". . . [Our] area center has moved to a curriculum that is competency based, a plan that I think is essential to meeting these future training needs. We are working cooperatively with the community college on several projects . . . [one] is a joint effort between the community college, the local school district, the area vocational center, and the Bureau of Apprenticeship Training. . . . We are currently involved in a regional quality assistance plan that involves activities, curriculum development [and] staff development for all cooperating districts in the area. . . ."

The AVC Director concluded his testimony by pointing out the investment that has been made and that "multimillion dollar facilities are ready to meet . . . local training needs. We can use these facilities or we can go out and create new tools that will be less prepared to meet those needs. It would seem prudent for the State to insist that we make full use of these tools that we have in place before we create others."

A member of the hearing panel said, ". . . along the lines of the employer wanting to do their training, I asked [employers at another public hearing], 'would you prefer to train or would you prefer to have them trained when they come to you?' The reaction was: 'If the educational institution can do it, we would prefer to get them already trained when they come to us.' There is evidence of a need for education to do the training if they'll do an adequate job."

An AVC director testifying at one hearing said, "Adult education . . . is very dear to our heart . . . I would highly recommend [a policy] to all area vocational centers and [to be] promoted by the State Advisory Council on Adult, Vocational and Technical Education—that a mainstreaming program . . . be developed statewide for adults, whether it be for daytime or evening enrollments. This would . . . include adults that are employed or unemployed, either way, . . . in order to develop a new trade, update their skills—or even interest areas."

B. Providing a More Effective Delivery System

Flexibility in open-entry, open-exit programs was a popular topic of discussion. Many times the examples of proprietary schools were discussed. It was noted that these schools seem to be able to take in students anytime of the year whether the program is a one-semester or a two-year-type program. "Why then are we so tied into semesters, or beginning in September and graduating in May, and flooding the labor market all at once?" and "How can we get around credit-hour problems such as licensing boards requiring X number of hours rather than X competencies to sit for a licensing exam?" In terms of sharing facilities another idea was suggested that whenever a proprietary school has a good program and facilities, it may be more cost efficient to subcontract the program to them rather than to try and implement it or continue to run such a program in a school with declining resources and enrollments.

An unidentified participant said that her/his area of the State has no area vocational center but that the community college has a program for its feeder high schools where they provide and administer high school courses "for high school students for high school credit so that the high schools do not have to have that duplication of equipment and supplies."

A military recruiter told SACVE and IETC that all local recruiting offices "offer the Vocational Aptitude Battery to anyone 16 to 35 free of charge . . . and it does not obligate them to the military." He said, "It is also offered in the high schools and local area schools. . . ." At this point in the Alton hearing, a SACVE spokesperson commented that local Job Service offices also offer vocational aptitude tests and counseling and stressed that the need for "working together" and linking services keeps com-

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ing out of the public hearings and that there is a need for SACVE to "push on those types of things."

A local administrator said, "Another problem in making a quick response when the director of an industrial firm comes and asks for a program is the approval process, that is you tie it to credit and have to wait for the approval process, it doesn't make for good relationships with the employer. How can we speed up the approval process? How can we remove funding barriers that have to do with credit-hour enrollments, or buying equipment versus sharing facilities or leasing equipment?"

An unidentified voice was transcribed as saying, "I think that one of the problems that has not been addressed so far is: There is a certain amount of the population that it doesn't make any difference what kind of a delivery system you have within an institution, they are not going to walk into an institution to receive those services. Basically, those are the people that are most in need, so I think there needs to be a really effective outreach program to provide services to those who will not willingly enter any kind of an institution to receive services."

These comments caused another individual to respond, saying, "I think that one of the things that area vocational centers and community colleges have to be mindful of, and continually mindful of, are the populations that are marginal. Those that may not be really walking into the center (or that may walk into the center and may be marginally employed) have to be planned for. The institutions have to consider, in my opinion, should consider the accessibility of their training for individuals who may be part-time employed or very marginally employed and the design of the curriculum and the timing of the offering be kind of tailored to the population needs."

The speaker continued: "I have a case in point. The city has just recently worked out some arrangements with the community college here in terms of making nursing assistant programs accessible to individuals who do part-time work and are not being trained in institutions of long-term care, like nursing homes or home health agencies. Curriculum that allows for training for the normal educational population that might start classes at 9:00 in the day and run until 3:00 in the afternoon are really not accessible to people who may have to work as would classes that are conducted at another time of day or in the evening. I would like to commend this institution because it has administrators and faculty working to retailor some programs."

A vocational teacher testified, "If teachers had more support services and release time to follow up former students, go out and knock on the doors of former students, and the employers of former students to maintain relationships in the business community to find out how the graduates have done, that they would do better jobs of designing and delivering their own programs, but they are so swamped with filling out forms for state or federal requirements for reimbursements." Testimony indicated that many schools have used support services as an area of cutback with their smaller budgets, and this is making the problem even worse for the classroom teacher.

An AVC director testified, "I have some suggestions and concerns for . . . a cohesiveness between the area centers and . . . colleges . . . so [that] we have an ongoing program." He then outlined five points:

1. ". . . Vocational equipment is expensive and is ever changing, as new technology and needs arise within the many course offerings of the area vocational center. I would highly recommend that [after] every ten years of an area vocational center's operation, [it] would receive a one-year grant of 100% funding from the Division of Adult, Vocational and Technical Education for equipment which would not exceed . . . $100,000.

2. ". . . The 30-plus centers that have become operational in the State of Illinois have been granted a great commitment by the local population who send their children to a central vocational focal point. . . . At this time I feel the monetary pie of the State . . . designated for vocational education must be re-examined and a very high priority of funds be concentrated on the area vocational centers and postsecondary [institutions].

3. ". . . I would highly recommend that all area vocational centers [develop] . . . a mainstreaming program . . . for daytime or evening . . . [that] would include adults that are employed or unemployed . . . in order to develop a new trade, skill or interest area.

4. "I would highly recommend a bill to be developed by the Illinois State Legislature for life safety and energy review for area vocational centers . . . with an attached method to the participating schools of the cooperative for financing the program.

5. "I would highly recommend a Regional Planning Council formulated by the Division of Adult, Vocational and Technical Education to review all vocational courses in the State of Illinois for approval using the competency skilled flow charts and the credentials for certified instructors as the criteria. The review would indicate funding only for certified vocational programs and eliminate facsimile duplication by local school districts."

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C. Alternative Delivery Systems

An unidentified participant suggested, ". . . the State needs to encourage . . . efficiency in delivery. For years our secondary programs have had their own building, own equipment, own staff. The community colleges have had their own, correctional has had their own, and everybody does their own little thing, and it's time that we start looking for ways to cooperate to make programs more efficient, make delivery systems more efficient, more efficient use of our facilities. It isn't anything unusual for secondary facilities to be used 6 hours a day, 8-9 months out of the year. There's nothing sacred about 8:00 to 4:00, September 'til May. We need to look for ways to be more efficient in our operation. Instead of asking for more money, let's use what we have more efficiently."

One of the people testifying on adult education felt that one of the solutions to the declining enrollments and financial problems of the area vocational centers in Illinois was to link up adult education programs with the area vocational centers and have them serve adults during the day and the evening (actually mainstreaming these clients in with secondary students). This would create a mix of secondary and adult education programs and possibly some postsecondary programs. Many witnesses expressed the need for conducting secondary, adult and postsecondary courses in job-seeking and job-keeping skills as well as job skills. They indicated mixing of levels in these programs as well.

A Job Service Counselor said, ". . . the applicants we have are from the school system. We see these young people, now adults, coming into the office saying, 'Why didn't I get this in school?' We do have information that I feel can be valuable to the boards and something somewhere should either mandate that the Board should have a Job Service person on the board or that they should use the Job Services in some way."

During discussions one participant offered, "I would like to see some exemplary model program set up . . . for competency based . . . vocational training. This would facilitate the retraining, give coordination of the skills an individual already has versus what new skills they need to acquire. There is a very acute need for this type of area vocational center to be established at least one place where every training agency can come and observe [this] new approach. There are many people interested but not enough information is disseminated to the vocational instructors as to how to change toward competency-based . . . teaching. . . ."

A SACVE member entered into the discussion and said, "I think when we talk about the education for employment designed to meet individuals' needs, we may need to take a self-assessment of our educational agencies. We may need to look at how we're delivering the curriculums to our students and are we open-ended, open-entry enough to tailor-make a program to get around some of the guidelines that are imposed on us by the State Board of Education.

"If they are wanting to help the educational institutions, then the program approval process needs to be changed. . . . We're looking for ways to train people with existing dollars we have so we're having to go to industry, and if we cannot get the programs approved quickly enough, we're having to say to industry, 'Help foot the bill' to train these people and we will train them.' We're going to have to become more flexible in our vocational and adult education programs.

"So many times, especially colleges and high schools want to stick to the semester system, and, in reality, that's not working. When a coal mine shuts down today, the people need to be retrained, upgraded in training to meet industries' needs, if there is industry that we can attract to the area; so they can't wait until January; we need to start them now. On the other hand, the educational institution is tied down with guidelines that are imposed on them that say we can't approve a course that quickly for you to get these folks enrolled to meet an industry's needs. I think it's going to have to be a marriage between industry, education (the local training facility), and the State Department of Education."

During a discussion at one hearing a participant asked, "how many . . . community colleges . . . have . . . an open-door policy for any high school student to come and start on technology programs?" An unidentified voice on the tape was transcribed as saying, "It is possible in every community college. The main difference is: Are they doing it for college credit? It has to do with funding; if they are doing it for high school credit, we [the community colleges] do it through some kind of cooperative arrangement but don't get reimbursed by the State for it. If they [the high school students] are seeking college credit, then we [the community colleges] get reimbursement. . . . That system is true everywhere in the State."

An administrator of a district vocational program said, "Changes in vocational education, as exemplified by the area center concept, have changed reimbursement procedures throughout the State. School districts . . . have suffered discrimination in reimbursement procedures for a decade. To be specific, a child enrolled in a vocational program in a vocational center is supported with more State dollars than a child enrolled in the same program in an independent school district. With identical courses of study, identical length of courses, identical instructor qualifications, identical equipment on which to train, there should be identical reimbursement. Until each child receives equal reimbursement, there is discrimination."

The witness then expressed concern about "recent changes in reimbursement procedures allowing reimbursement for students only in their designated area of concentration." He said that these changes "can only further decrease the funding level for independent school districts" and then explained that "these districts provide a vast array of beginning courses which directly support the advanced courses designed to provide the entry-level employment skills needed for a career. These courses require hardware and supplies far in excess of the typical academic classroom. To deny reimbursement on a subject and course basis will cause a decline in the ability of a district to support these courses. They will disappear slowly. The advanced training designed to provide the entry-level training will have to start at the beginning level, thus reducing its effectiveness. The advanced-level courses will become beginning courses under the flag of advanced vocational training. This is already seen in area centers where students see their first vocational training as 11th graders. . . ."

Major issue III: HOW CAN PROGRAMS AND SERVICES RELATED TO EDUCATION FOR EMPLOYMENT BE DESIGNED TO MEET INDIVIDUAL AS WELL AS STATE/LOCAL ECONOMIC NEEDS?

The State Board focused on four questions related to this major issue. These questions included:

A. **What relationships should exist between public and private employers and schools which would enhance an individual's preparation for entering the job market?**
B. **What work-related values and traits do employers want from prospective employees who have completed a program in employment for education?**
C. **To what extent is a program of education for employment related to the economic development of the state and its local communities? What is the relationship for strategies designed to attract new industry, expand existing industry, and revitalize new industry? What is the relationship to strategies emphasizing entrepreneurial training?**
D. **What responsibility does education for employment have to support economic development as a united effort with government, business, industry and labor? How can that responsibility best be accommodated?**

A. Public Private Relationships Enhancing Preparation for Employment

Testimony was given by a witness for the Illinois State Chamber of Commerce. He said that "every effort should be made to provide career education programs within the existing facilities available." He said that "the Illinois Chamber of Commerce encourages the utilization of services, facilities, and research capabilities of private business and . . . fine proprietary technical and trade schools." He stressed the importance of education and industry recognizing their commonalities of interest and finding "more ways to assist each other in behalf of the student." When "more practical and cost-efficient," he said the Chamber advises "the State-supported, postsecondary training institutions to involve . . . profit seeking schools by subcontracting [their] services." He pointed out the prohibitive cost of duplicating equipment for training stations and said that the Chamber encourages "cooperation among secondary and postsecondary institutions to determine the training equipment already on hand and how it may be most effectively used by both," and that it recommends that "decisions on the priority of equipment acquisition should be heavily weighted in favor of the extent it will be utilized."

A personnel supervisor from a large corporation reported that, for several years, he and his colleagues have worked with schools. He said, "We discuss job opportunities, their educational requirements, interviewing techniques, and appropriate skills. We participate in career fairs. I believe these programs should continue and should be expanded. It is essential that we educate our youth in these areas. They need some insight into the world for which, in the future, they will be responsible. I do not believe public education's role is to train individuals for specific jobs in industry or government. However, an arm of public education has been and should continue to provide a more detailed exposure to industry and the relevant skills necessary for success."

One participant noted: "If industry wants the educational institution to do the training, then I think educational agencies have to get closer to industry and get the input of what kind of training is really needed. Maybe some workers do not need all kinds of training they are put through to get the work and do the job. We need much closer coordination between industries and businesses and the local school agencies."

Another participant added: "I feel that the local government and the State government should get . . . businesses involved with training programs for secondary education. Students . . . [should] go to the field . . . and prepare themselves for a future job. Businesses could get . . . the State and local governments . . . [to give] some type of write-off . . . to donate money to set these types of programs that would prepare individuals for skilled jobs within these same businesses."

Some interesting testimony was concerned with linkages of postsecondary institutions with business and industry. One witness suggested that community colleges should be seeking contracts with business and industrial firms to further the education of employees. One union member said that she felt the last thing she should do was to negotiate union contracts for their union members that guaranteed them the same dead-end jobs for the rest of their working lives. She felt that her role was to negotiate contracts for union members that guaranteed them a continuing education, and that the responsibility for the continuing education was their employers, and that this should be a part of the union contract. It would then become a challenge for community colleges and technical institutes to create linkages with the unions and the employers to carry out these continuing education programs. During discussions that followed, postsecondary administrators indicated that they would be delighted to serve in this capacity.

A concern receiving "nods of agreement" was expressed by one educator. He said: "One of the problems that we have as educators is knowing how to approach business and industry to tap their brain and their knowledge and services. We keep being encouraged by the State to get out of our offices and get out and meet with business and industry, but we need a little more help on how to do this, how to get involved in economic activities, what to do with business and industry people when we meet with them, what types of activities—really a cookbook approach to this, I think."

Another educator offered a suggestion: "One of the

things, I think, we could do to just get better acquainted with industry is to take, within our educational institutions, more responsibility for placement because then we will be out in the community working with the employers. By interfacing with them directly, they will articulate to us what is wrong with, if anything, the curricula that we are using with our students and help us make those changes and be as responsive as possible. I think all the way through the whole system it will help develop more industry, bring industry to our area when employers hear that we are interested and want to work with them and take an active role in the placement of our students."

B. Work-related Values and Traits Desired by Employers

Employers were not hesitant to express to SACVE and IETC some of the traits and values they want their employees to possess. Several examples follow:

An industrial relations director of a manufacturing firm shared her thoughts and observations based on 20 years of receiving applications and conducting interviews. She said applicants who had gone through vocational programs were better performers: they knew "how to work with their hands and knew what was needed and performed it." She said good applicants many times lose the job because they simply don't know how to interview. Generally, kids are not in touch with reality. They need "not just a one-day seminar or speaker or two but a course" that is designed to show students a) what employers look for in an applicant, b) interview techniques, c) how to fill out applications, d) contact with employers, and e) work experience in maintenance or clerical programs.

A district manager of an electric company said: "We look to education to prepare students for employment by assuring they have a good general education background and are trainable people. Some skills must be learned prior to employment, but generally the skills required are learned after a person has been employed and chosen a specialized field with the company. When we are looking at a prospect for employment, one of the primary considerations is the school record the individual has established. We are looking for good students who have a demonstrated ability to learn."

One employer expressed, "The role of the school is to reduce the flow of unskilled workers into the labor market." According to many witnesses, one way to reduce the flow of unskilled workers coming into the labor market (whether they have finished high school or whether they have dropped out of high school) is to increase the competency levels of students in the basic skills. People who testified said that the 3 R's are important, but they are finding an increasing number of young people who are from homes that have never had anyone get up and go to work in the morning. They are finding an increasing number of people who have no understanding whatsoever of the free enterprise system. They may think they understand it, but "they do not value it. They think that capitalism is something bad and that businesses out for profit are the bad guys."

A witness employed by the U.S. Department of Labor said: "Last year I sat in on approximately 25 interviews for apprentices in the various crafts. You know what knocked the majority of young people out? They couldn't fill out their application. These were high school graduates. For those who did complete the application, they didn't know the first thing about being interviewed."

An executive director of a businessmen's council said he would like to emphasize points made by another witness: "The importance of the basic educational tools that we need . . . the abilities to count and to spell, and the offshoots from basic skills that you acquire in the educational setting." A second point ". . . the economic understanding of the worker, which, I think, in some instances needs to be handled at an early age. The free enterprise system . . . some of the people don't have a basic understanding of that."

A witness from one industry commented that he had interviewed a young man who had completed high school. He didn't know how to present himself for an interview. He didn't know how to complete the application, and when asked some questions about why he wanted to work and what he thought that this company's role in the economic welfare of the country was, he was very negative about the profit motive, and he kept saying things about, "Well, that's the bottom line. That's the bottom line," and the prospective employer said to the interviewee, "Well, what do you think the bottom line is?" He said, "I don't know." He said, "Let me tell you what it is." He said, "Most businesses today strive for a profit of from 1 to 5%. Very few ever reach the 5%. That's what the bottom line is."

The person testifying then went on in the hearing to say "many people do not understand the free enterprise system, do not value it, that the media has been largely responsible for this. For example, a year or two ago when the oil companies' average profit went from 1% to 4%, the media had headlines reporting a 300% increase in oil company profits, and everyone's going around saying, 'We're paying all these high prices for gasoline, and they're making a 300% profit.' Well, they weren't making a 300% profit. Their profits went from say 1% to 4%." The witness' complaint was that this is the type of treatment the media gives to big business, and that the youth today do not value business, do not value the free enterprise system, do not understand what making a profit is all about. They think it's fine to get a job and rip off the employer. They scoff at beginning wages.

A witness testified about what tool companies expect or would like of high school graduates entering their metalworking trades programs (which cost his company about $40,000 for 10,000 hours per trainee). He said: "They [tool companies] expect the basics . . . students coming in should be able to read and write and to do some math —(they) really need algebra, geometry, and trig. When you have people operating machines costing a quarter of a million dollars . . . you don't have just anybody walk in

and use that equipment. We would like people to have some background in science, drafting and actual hands-on experience in high school or college machine shop.

"Another problem employers are concerned about is attitude: people not only have to have the intelligence, but they have to have an attitude conducive to working in a business. In personal interviews with current and recent high school and college students, I have found that very, very few actually understand the economic realities of running a business. It is not taught in the schools. We find that in just revealing the facts, the actual honest realities, changes people's attitudes. We are requesting that the educational system approach this matter. It's very important.

"What else do we ask for? . . . the ability to stick to it, do what they are told, learn, come to work everyday and apply themselves."

C. Economic Development and Education for Employment

Several employers expressed the desire for employees to understand the relationship of commerce and industry to the State and nation's economy as a trait desirable in employees. Two more examples follow. It is clear that employers believe it is a responsibility of employment education to teach this relationship to students.

Previous testimony, particularly that quoted under the second major issue discussing delivery systems, indicates that both the public and private sector believe education for employment programs need to be flexible enough to respond quickly to labor market expansions and evolutionary needs.

The relationship of work ethics and attitudes to increasing productivity for revitalizing industry was unquestionably implied by several employers.

Testimony concerning entrepreneurial training was nearly absent from public hearing presentations this year. Perhaps the climate for starting new businesses in a downward economy discouraged such presentations. One inmate alluded to entrepreneurial preparation in his testimony (See *Speaking Freely* Vol. 2, No. 2).

A manager of a manufacturing company who was formerly an educator said: "A great deal of our problem in the marketplace for labor . . . is behavioral patterns which people have either not learned or have learned which are counterproductive. I refer here to the work ethic, work habits, that are either not taught or are taught in such a way that people don't get the message that it is important for them to show up for work every day on time or things aren't going to get done. It seems as I look at this whole picture that the major thing to be gotten through to the young people early in their lives is nothing more than the habits they have in going to school.

"The second thing I look at . . . is economic education. People in our society are so illiterate economically." The witness stated that "teachers and parents need to be educated to economics and to work values and to how they can transmit them to children."

A representative of the Illinois State Chamber of Commerce reported: "One of the State Chamber's members just this past week called in upset that the level of expectation of students coming out of high school was so high, that they laughed at taking a job at $4 per hour to start at a job that was repetitive in nature. The owner of this company told us that since it is difficult to find employees willing to work at wages the company could afford, that as soon as the price of robots came down, they would replace human labor. This employer didn't want a 'hot shot' worker or one that was particularly fast but rather one which would take the time to do the job right the first time.

"This is not an isolated example. It is occurring with increasing frequency. Our schools must help students understand that everything can't come about instantaneously. Work is demanding and requires a strong sense of self-discipline, ability to work with others, good work habits, and a sense of responsibility to the employer. Our schools must ask themselves what they are doing to develop in the students an appreciation of work and the good habits necessary, and take whatever corrective action is necessary."

D. Education for Employment's Responsibility for Economic Development

Although at first glance, it might not appear that persons testifying before SACVE and IETC identified a specific responsibility of education for employment for economic development, there is no doubt that the private sector expects the educational community to become a full partner in this effort.

Public hearings conducted during FY 82 generated a great volume of testimony describing these responsibilities and the resulting benefits to the economy. Participants at this year's public hearings (FY83) seemed to assume that this responsibility was understood.

A chairman of a local advisory council's committee to form linkages between the AVC and apprenticeship training summarized this responsibility quite well by saying, "The current shortages of journeyman craftsmen is the reason this program is needed and being developed. Vocational education at both the secondary and postsecondary levels plays a primary role in the economic redevelopment of any area. Therefore, our human resources will be only as good as the products of the educational systems that serve the area."

TESTIMONY BEFORE SENATE SUBCOMMITTEE

One member of SACVE was asked to testify before the U.S. Senate Subcommittee on Education, Arts and Humanities of the Committee on Labor and Human Resources. Although testimony is concerned with national policy for vocational education, it has far reaching implications for State policy. It is included in this publication because of its relevance to the development of a State policy for Employment Education. In addition to answering some of the State Board's issue-related questions, it provides valuable related information.

"I am Rupert N. Evans, Professor Emeritus of Vocational and Technical Education, University of Illinois, Urbana, Illinois. This academic year I am working part-time for the Ohio State University and the University of Minnesota, as well as the University of Illinois.

"Last year I was asked by my fellow members of the National Council on Employment Policy to write a monograph on policy issues in vocational education. I believe that you each have a copy of that monograph entitled, *A Vocational Education Policy for the 1990s*, dated March 1982.

"It has always seemed to me that policy for vocational education cannot make sense unless it takes into account the other major societal institutions which supply trained workers. I identify seven major national occupational training systems. For each of these I estimated: a. System costs borne by the Federal Government; b. The degree of Federal control of the system; c. The range of quality within the system; d. Billions of trainee hours per year; and e. Federal dollars per trainee hour.

GROSS ESTIMATES: SIZE OF MAJOR NATIONAL OCCUPATIONAL TRAINING SYSTEMS, RANGE OF QUALITY, AND APPROXIMATE FEDERAL COSTS AND DEGREE OF FEDERAL CONTROL

	System Costs Borne By Federal Govt.		Degree of Federal Control	Range of Quality	Billions of Trainee Hours/Year	Federal Dollars Per Hour
	%	Dollars				
Military: Formal OJT	100%	$10 Billion $5 Billion	Complete	Small Medium	.5[c] .2	$21.30 ?
CETA	98%	$4 Billion	Moderate to High	Large	1.5[d]	$2.67
Business and Industry Trng.	45%[a]	$13 Billion	Very low	Small	3[e]	$6.50
Apprenticeship	?%[a]	?	Very low	Medium	1[f]	?
Universities	12%[b]	$6 Billion	Very low	Medium	4[g]	$1.50
Public Vocational Education	9%[b]	$870 Million	Low to Moderate	Large	6[h]	$.13
Proprietary Schools	1%?[b]	$198 Million?	Very low	Large	2.4[i]	$.08?
Total		?			18.6	

"Even though I used the best sources available, these are very rough estimates. Nevertheless the effort appears to have been worthwhile, in part, because no one else has bothered to do it. You may disagree with my estimate that the seven systems (the military, CETA, business and industry training, apprenticeship, universities, public vocational education, and proprietary schools) are listed here in declining order of the percentage of system costs borne by the Federal Government, as well as in declining order of Federal dollars per trainee hour.

"Certainly many economists disagree with my conclusion that the Federal Government has been subsidizing corporate training programs. Business and industry rightfully count the cost of training as a cost of doing business and hence do not pay taxes on this cost. If corporate income tax rates are to be cut approximately in half, it seems to me that this removes some incentive for business and industry to do their own training. Certainly General Motors is seeking ways in which vocational educators in public community colleges and technical institutes can take over part of the training which GM has been doing. This may or may not be related to the tax cut. I will defer to others who are more competent to make this judgment.

"It may be more important to look at Federal costs per trainee hour in each of the seven systems. I estimate that

these range from $21.30 for formal military training to $.13 and $.08 for public vocational education and for proprietary schools, respectively. These estimates, also, are very rough, and they say nothing at all about the quality of the training."

"Perhaps most important is the fact that very little is known about each of these seven national training systems. We know a considerable amount about secondary school, vocational education and the Job Corps (each of which is a part of a system), because they have been studied extensively. But the other parts of the seven systems have been studied hardly at all, and the National Longitudinal Study of the Labor Force is the most continuing mechanism we have for collecting facts about their effects.

"We know that the seven systems of training differ markedly in their emphasis on generalizability of training. Training for a particular job slot with a particular employer is very specific. Training for an occupation is more general. Training for a group of occupations is still more general. Most of military and business and industrial training is designed to prepare a person for a particular job slot for a particular employer. Most of apprenticeship and proprietary school training (and some of public vocational education) is designed for an occupation. Most of university occupational education and public vocational education is designed for groups of occupations. The more specific the training, the more important it becomes to have accurate forecasts of demand.

"The seven systems also differ markedly in their response to changes in the economic cycle. When employment or capital spending is expanding in an industry, that industry expands its training efforts rapidly; when employment and capital expenditures decline, training declines even more rapidly. Military training follows a similar pattern. In contrast, MDTA-CETA-Jobs Training and a postsecondary vocational education tend to expand when employment goes down. Secondary school vocational education, proprietary schools, and university professional schools are affected more by changes in the number of students who want the training they offer than by changes in the economic cycle. It appears to me that the greater the generalizability of the occupational training, the greater the occupational and geographic mobility of those trained. In view of the changes likely to occur in our employment patterns (e.g., employment in manufacturing in this country is likely to decline by the year 2000 to the current level of employment in agriculture), greater emphasis on worker mobility would seem to be desirable.

"Finally, the seven systems differ considerably in their relative emphasis on formal classroom-laboratory instruction and on-the-job (OJT) training. At one time, some of the systems used only OJT; others used formal classroom-laboratory instruction. Now, all use both types of instruction, but we know surprisingly little about the conditions under which each is most effective.

"It would be desirable if new vocational education legislation would mandate a major study of the systems which supply trained workers and the methods they use for training workers. At the same time there should be renewed attention to the problem of how to forecast demand for workers. Funding for these studies should be taken from present efforts to collect demand data, which we do not now know how to use effectively."

Recommendations

"The monograph which I wrote for the National Council on Employment Policy describes the public vocational education system and lists twenty-five of its strengths and weaknesses. These are categorized under the following headings: Who Receives It?, What Is Offered?, Where Is It Offered?, What Facilities are Available?, What Affects the Size of the Program, and What Are the Outcomes?

"The monograph concludes with a set of ten recommendations for future Federal legislation on vocational education, with a rationale for each recommendation. Because our time is limited today, I will list the recommendations but not give the rationale:

1. Expenditures from both state and federal grants should be restricted to activities which would improve the quality of vocational education.
2. Each new or reauthorized program of training should take into account the present and desired relationships among the seven major national occupational training systems and should address appropriate roles for the Federal Government in assisting, coordinating and evaluating the activities of these systems to produce the trained labor force which our nation must have.
3. The Federal Government should encourage the states to gradually equalize the number of training slots in occupational and nonoccupational vocational education by increasing funding for the former.
4. States should reverse the trend toward federally supported employer-specific vocational education for the secondary labor market.
5. Primary evaluations of vocational education (except in programs for homemakers and volunteers) should be based on individual increases in annual earnings (which takes into account frequency of unemployment, duration of unemployment and hourly wage rates).
6. Vocational education should have its own longitudinal study of graduates and dropouts.
7. There should be an increase in the number of occupational training slots provided to adult workers and a decrease in the number provided to youth.
8. Federal leadership for vocational education should be provided by the U.S. Department of Education or its successor agency.
9. Federal funds for vocational education should be divided into two parts: (a) state grants and (b) federal programs. The former should be based, in part, on population and, in part, on a national competition based on each state's plan for program improvement. The latter should emphasize regional and national purposes such as serving interstate labor markets and increasing equity.
10. State advisory councils should be mandatory and should be charged with oversight of the major occupational training systems within the state.

"I end this testimony with three paragraphs from the monograph about which I feel very strongly:

"Vocational education says that it attempts both to meet the nation's needs for skilled workers and to increase the occupational and socio-economic mobility of its students. In practice, some vocational programs emphasize productivity and others emphasize equity. Postsecondary programs are more likely to emphasize the former, and secondary school programs the latter, but these emphases vary from state to state, from city to city, and even from time to time.

"It seems likely that real equity is not possible without improvements in individual productivity. The key questions revolve around how to raise the productivity of those who have been assumed to be untrainable and how to do this at a cost which society is willing to pay. If we raise the productivity of trainees, we increase the probability of satisfying employment. We also increase trainee perceptions of their own worth and perceptions of real equity by employers, by legislators, and by taxpayers.

"Vocational education can play an important role in revitalizing the economy and in providing greater equity to disadvantaged people. Federal support for the improvement of vocational education is essential. It may be argued that because the Federal Government supplies only about seven (or nine) percent of the cost of vocational education, this support could be eliminated with little effect. But even seven percent of total expenditures can: (a) focus attention on a continuing national problem; (b) help address national and multi-state needs; (c) provide linkages to other occupational training programs and initiatives; and (d) make significant differences in programs, *if it is targeted on the margin.* However, if small amounts of federal funds continue to be mingled with larger amounts of state and local funds for the operation or expansion of existing programs, the former will have little effect."

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